MINISTRY OF FORESTS

A Sustainable Development Strategy for the Williams Lake Timber Supply Area

submitted to

the Regional Manager,
Cariboo Forest Region

by the

Cariboo Local Advisory Council

August 1991

Province of
British Columbia
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Foreword

This report describes a strategy for the planning, management and use of forest resources within the Williams Lake Timber Supply Area (TSA). It defines the issues that are of greatest concern to the residents of the TSA and prescribes measures that, taken collectively, will result in a more sustainable future for the area.

A strategy for sustainable development must address a range of environmental, technical and socio-economic considerations if it is to have lasting value and remain useful to those concerned with its implementation. These include:

- the capability of the area's forests to provide for an increasing number of demands;
- the needs and expectations of those who rely on forests for their livelihood and enjoyment;
- the policies and management strategies of government agencies charged with the administration of forest resources.

Moreover, there is a requirement to identify, reconcile and accommodate the divergent views of a large number of forest users.

This strategy is not a blueprint for the allocation and development of the resources within the Williams Lake TSA. Instead, it describes a framework for resource planning and management, given the contraints of existing information. It also recommends measures for collecting and applying new information. Specific recommendations are made wherever possible.

This document is divided into four sections:

- an **Executive Summary** that summarizes the major recommendations of the Cariboo Local Advisory Council (CLAC) and provides a context for the reader;
- an **Introduction** that describes the circumstances that preceded the formation of the council and outlines the process used to develop the strategy;
- a **Statement on Sustainable Development** that lists the guiding principles used to address identified issues;
- **Issues and Recommendations** that describes specific resource issues and presents the recommendations which were arrived at by consensus.

Participants in this initiative believe that sustainable development is more than a timely concept. They expect that their discussions will result in a fundamentally different approach to resource stewardship — one based on the idea that environmental protection and economic vigor are interdependent, not simply compatible. The development of this strategy should be considered a first step in a much longer process of understanding the nature of that interdependence and managing our forests accordingly.

Executive Summary

The Cariboo Local Advisory Council (CLAC) was formed in September of 1990 by the Minister of Forests and was given the mandate to recommend a strategy for sustainable development of forest resources within the Williams Lake Timber Supply Area. Council recommendations were to be determined by consensus.

The CLAC membership was drawn from a wide range of resource interests within the TSA and included representation from: the ranching community, natives, the forest industry, trappers, guide-outfitters, the regional district, local communities, woodlot licensees, forest workers, the tourism industry, and others.

The council is hopeful that the results of this initiative will be implemented at the earliest opportunity.

Implementation of some of the recommendations in this strategy may require that there be an increase in the human resources and funding of the Ministry of Forests and other agencies. Conversely, costs in the form of foregone opportunities may also be incurred if recommendations are not implemented. While the council was aware of these considerations, discussion remained focused on strategy development, rather than the requirements for implementation.

In some cases recommendations may appear to endorse current practice. In these instances it is the council's intention that additional measures be taken to make existing practices or management strategies more effective.

Unless otherwise noted the recommendations in this report are directed to the Ministry of Forests, in keeping with the council's terms of reference. However, since forest resources are interdependent some recommendations will require that other agencies assist in implementing the strategy. In a few instances recommendations will require the cooperation and collaboration of all natural resource management agencies.

The following list is a summary of the major recommendations contained in this report.

- Undertake to improve the forest inventory, in it's broadest sense, as soon as possible.
- Develop a provincial land use strategy which includes a zoning strategy, a philosophy that supports integrated land use, and a process to resolve land use conflicts.
- Institute a planning framework that emphasizes a balanced "top down - bottom up" approach to plan development. Broader level plans should provide direction to more detailed plans. Local plans should reflect local priorities with consideration for the broader objectives.

- Develop a mechanism to resolve disputes for instances where agreement can not be reached.

- Wherever possible, integrate the management objectives of various sectors and mitigate negative impacts at the operational level. Where this is not possible, plan participants should have the ability to define the nature and extent of any "loss" and recommend that the provincial government pay compensation, recognizing that the government will realize additional benefits from increased use.

- The provincial government should initiate a process to address and resolve the land claims issue as soon as possible.

- Make public involvement an integral and mandatory part of the forest planning process.

- Develop and employ consistent valuations of all forest resources, emphasizing current worth but considering both the short and long term and economic and non-economic costs and benefits.

- Encourage economic diversification to reduce the impacts of employment fluctuations in any individual sector.

- Retrain workers displaced by technological change and attempt to relocate workers in similar jobs in related sectors.

- Ensure that economic analyses of employment impacts are considered during the resolution of land use issues to ensure that high quality jobs are maintained in the community in the long term.

- Implement a system of external audits that have the public's confidence and tie the awarding and renewing of long-term forest tenures to demonstrated forest stewardship.

- Develop the ability to stipulate harvest methods on small business sales for reasons other than meeting silvicultural objectives, allowing small operators to compete.

- Increase local involvement in forest management by encouraging and awarding community-based woodlot licenses.

- The Ministry of Forests and the Ministry of Environment should create a forage allocation committee in the Cariboo / Chilcotin Region to develop a method for allocating forage on forest habitats.

- Determine appropriate levels of harvest on a watershed-by-watershed basis and select harvest methods which meet the contraints identified in completed Local Resource Use Plans.

- Give high priority to researching the impacts of clearcut logging on wildlife in the TSA. While this initiative is underway:
  - encourage the use of smaller clearcuts;
  - practice selection logging in appropriate species;
  - provide escape corridors and migration routes for wildlife;
  - zone areas to reflect wildlife habitat requirements;
  - consider the impacts of cutblock spacing and scheduling over time.

- Initiate a research project which will provide information, specific to each forest type, on the affects of forest management practices on biodiversity.

- The Ministry of Environment and the Ministry of Forests should develop a strategy and specific objectives for the maintenance of old-growth timber and habitat diversity for wildlife. Integrate these requirements, wherever possible, with other forest user demands.

- At the earliest opportunity the provincial government should invite all stakeholders to participate in an initiative directed at assessing, concurrently, the long term land based needs for timber harvesting and recreational designations, in the context of a land use strategy that addresses a wider range of resource interests.

- Institute an improved and consistently applied system of Coordinated Access Management Plans and include an access planning and management component in all LRUPs.

- The allowable annual cut should be determined through a process that is linked to representative LRUPs and reflects experience at the local level.

- Initiate at least one representative LRUP in each of the non-contributing western supply blocks to determine forest use levels for each supply block, including an AAC contribution.

- The Ministry of Forests and the forest industry should determine whether there are beetle-killed stands of timber which could be salvaged beyond the next setting of the AAC. If there are, then any incremental cut should be phased out annually as the availability of beetle-killed wood declines. These reductions should be planned and staged to reduce sudden and unexpected job loss.

- The school board should initiate a discussion with teachers and a representative group of forest users directed at improving natural resource education locally.

Introduction

Description of the Williams Lake Timber Supply Area

The Williams Lake Timber Supply Area (TSA) lies in the south-central portion of the province, one of three TSAs within the Cariboo Forest Region. It is located on a section of the Fraser Basin and the Interior Plateau between Tweedsmuir Provincial Park and the Coast Mountains on the west, and Wells Gray Provincial Park and the Cariboo Mountains on the east.

The TSA encompasses a total of 4,881,570 hectares, an area approximately equivalent in size to the province of Nova Scotia. It is currently divided into 14 supply blocks. The three most western supply blocks (Anahim, Tatla and Chilcotin) were not included in previous allowable annual cut (AAC) calculations. Excluding the western supply blocks the AAC was set at 3,750,000 m^3 per year.

The city of Williams Lake is the major population center in the TSA. In addition, there are many other smaller communities in the planning area. These include Horsefly, Likely, Alexis Creek, Tatla Lake and Anahim Lake. Nine Native Indian bands reside in the area: the Anaham Indian Band, the Alexis Creek Indian Band, the Stone Indian Band, the Nemiah Indian Band, the Toosey Indian Band, the Ulkatcho Indian Band, the Soda Creek Indian Band, the Alkali Lake Indian Band and the Williams Lake Indian Band.

Background

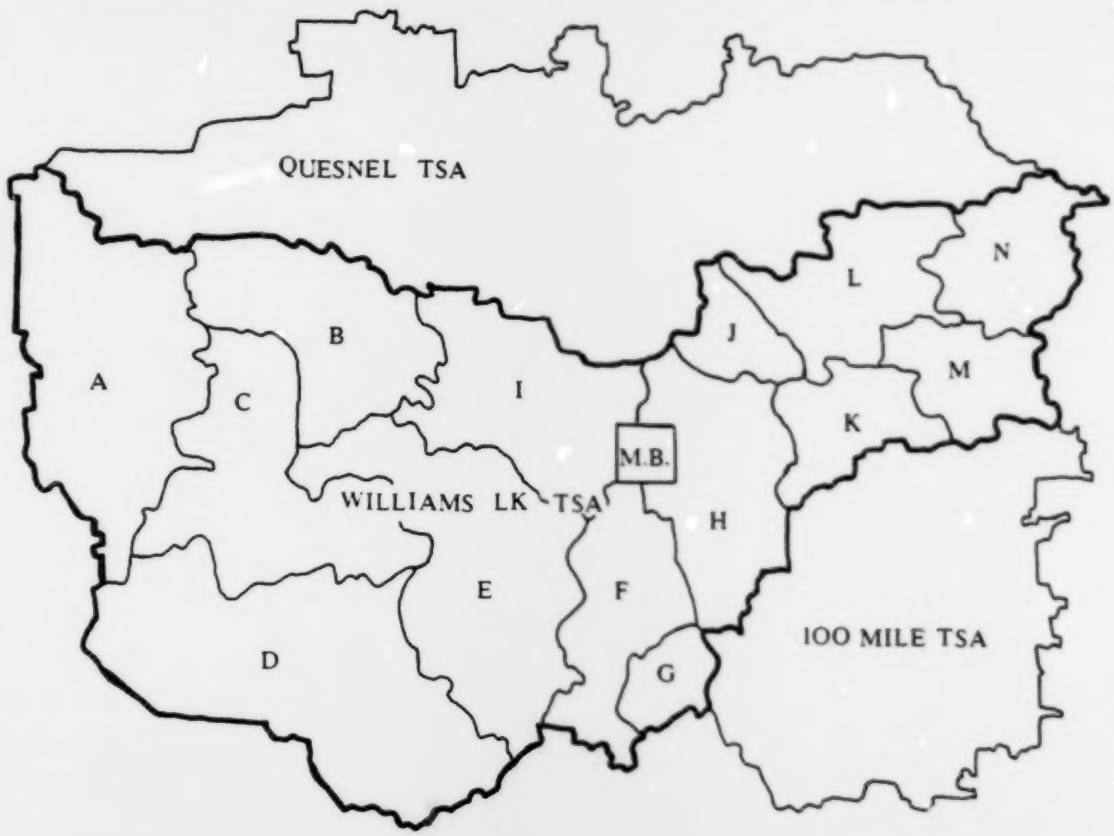
The natural resources of this area have played a pivotal role in the social and economic development of its people and settlements. Native Indians, ranchers, prospectors and explorers were all heavily dependent on the land's capability to provide. Many of these traditional uses continue in the face of growing competition for limited resources.

The last 40 years have seen the forest, tourism, mining and service industries become increasingly important to the communities and residents that depend on the livelihoods they provide.

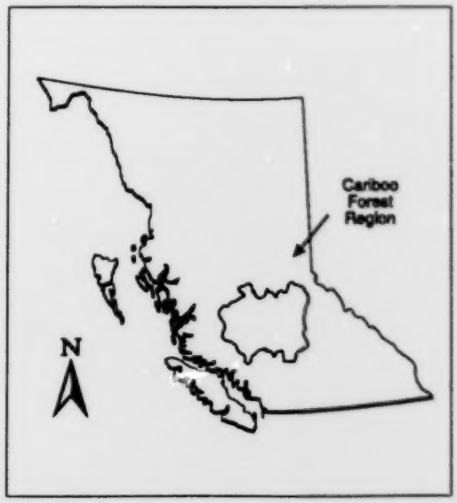
Even more recently, a massive mountain pine beetle epidemic, a 50% increase in the AAC and the accompanying increase in forest access, have resulted in a growing public concern about current forest management practices, about the relationship between the area's forests and local economies, and about the long-term health of the forests themselves.

A wide range of forest users express strong and divergent views on the development and management strategies proposed for the Williams Lake TSA. These include perceptions that:

Figure 1: Williams Lake TSA Map of Supply Blocks



Approx. Scale 1:2,650,000 M.B. Military Block



SUPPLY BLOCKS

- A Anahim
- B Chezacut
- C Tatla
- D Chilcotin
- E Kloakut
- F Gaspard
- G Churn
- H Springhouse
- I Palmer Lake
- J Skelton
- K Moffat
- L Cariboo
- M Upper Horsefly
- N Junction

- forest planning is not keeping pace with forest development;
- the needs of all forest users are not being considered in an equitable manner;
- the public is not adequately consulted or well informed about forest management issues;
- the life-styles of rural residents and forest users are being negatively affected by management decisions;
- withdrawals from the "working forest" and reapportionments are proposed without consideration of their social and economic impact;
- forest resources are being allocated without regard for the prior rights of traditional users;
- significant forest management decisions are being taken without the benefit of a long-term land use strategy;
- the information and inventories of natural resources are inadequate;
- increased benefits could be realized from a more effective application of integrated resource management.

To provide an opportunity for these issues and others to be addressed in a public forum, and to ensure that recommendations would represent the views of a wide spectrum of resource users, the Ministry of Forests established the Cariboo Local Advisory Council (CLAC) in September of 1990.

Mandate

The council's mandate was included in the terms of reference provided by the Ministry of Forests. It reads in part that:

> "The council will identify forest management issues representative of the opinion of the local community of users and, by consensus, develop and recommend a strategy for sustainable development within the Williams Lake Timber Supply Area."...
>
> ..."The Ministry's TSA planning process will be held in abeyance until the council delivers it's report to the Regional Manager. The sustainable development strategy recommended by the council will then form an important part of the ministry's ongoing planning for the Williams Lake Timber Supply Area."

In addition, the Minister of Forests, in a news release dated June 5, 1990 said that:

> "The newly formed council is being established to respond to an expressed need by local people to have more direct input into forest planning. It is the people of the Cariboo who will be best able to address the difficult issues now before us. With their help, we will put in place a timber supply area plan that will protect the environment and provide for future generations."

Process

The process used to develop the strategy and subsequently, this report, was the result of a need to reach agreement while recognizing the constraints posed by a limited amount of time, logistical problems in bringing together a large and diverse group, and the complexity of the issues which had to be addressed.

All decisions of the council were reached through consensus. By definition, consensus was considered to exist when there was general agreement in substance or intent. In practice, consensus meant that the council was prepared to use an outcome as the basis for other decisions.

The council was chaired by an independent facilitator retained by the Ministry of Forests. The ministry also provided a secretary/convener to prepare and distribute all minutes, agendas and other documents related to the council's work.

The council met bi-monthly from October 1990 to August 1991 in Williams Lake. The complete council met a total of 21 days and additional meetings of sectoral committees were scheduled as required.

The first three meetings of the council resulted in a set of procedural guidelines which addressed:

- the convening of council meetings
- the confidentiality of documents
- the meaning of consensus
- the function of committees
- the determination of council membership

Thereafter, the process used to arrive at this strategy consisted of seven steps (Figure 2):

1. Formation of sectoral committees
   - Council identified sectors or areas of interest.
   - Council determined committee coordinators and membership.

2. Development of committee statements
   - Each committee prepared a statement of issues, options and interests.
   - In some instances committee statements were reviewed by interest groups other than CLAC members.
   - Committee work was concluded but liaison with non-CLAC members continued.

3. Preparation of a summary document
   - The chairperson prepared a summary of all committee statements on issues and options.
   - The chairperson reorganized all statements by topic, creating an agenda for discussion.

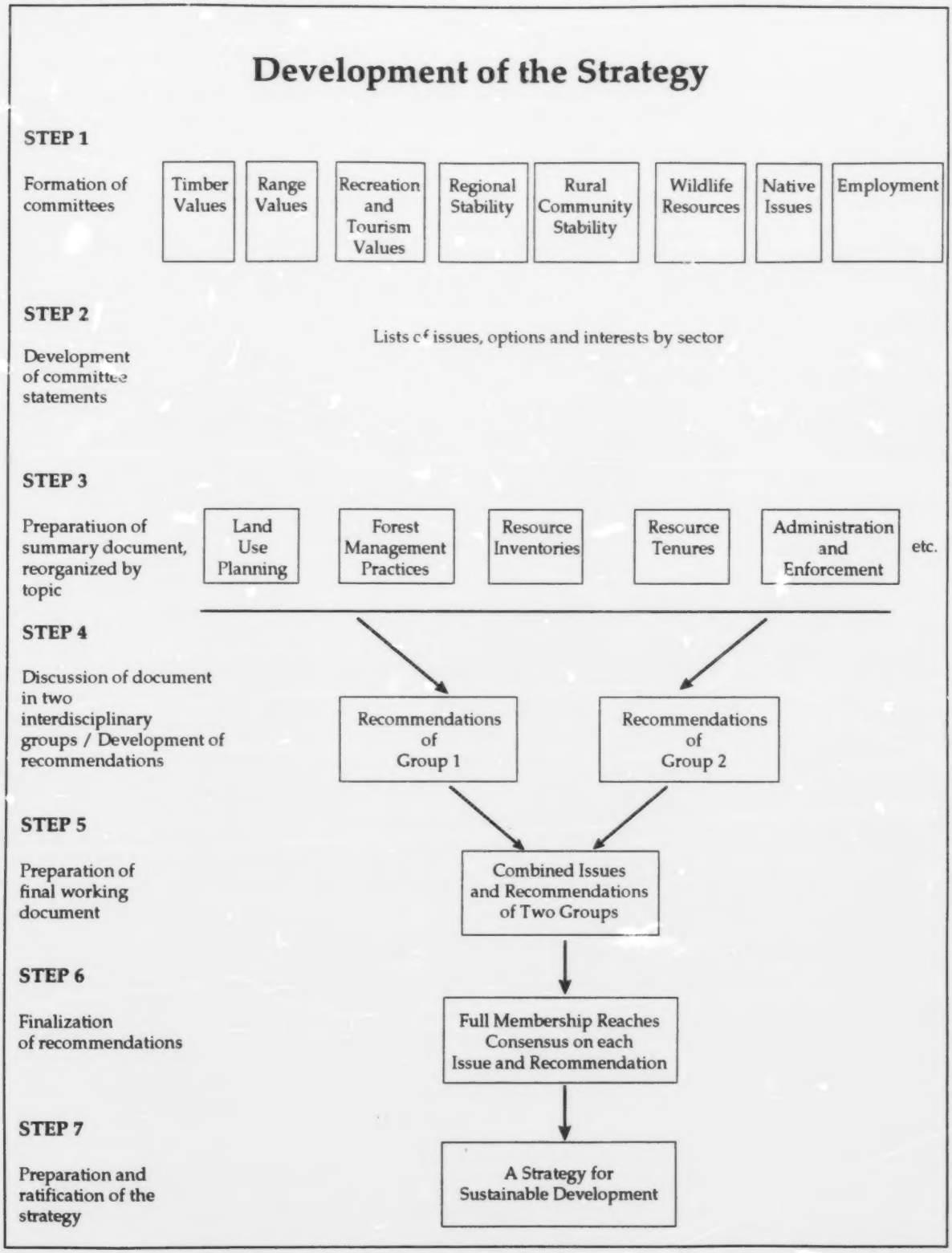
4. Interdisciplinary discussions
   - The chairperson divided the council into two groups, each with an independent facilitator.
   - Each group developed recommendations for the issues listed in the summary document.

5. Preparation of the final working document
   - The chairperson combined the issues and recommendations of both groups in a single document for the discussion of the whole council.

6. Development of recommendations
   - Using the final working document, the council reached consensus on specific recommendations for each issue.

7. Preparation and ratification of the strategy
   - The chairperson prepared a draft strategy for the review and ratification of the council.
   - Once amended, the strategy was presented to the regional manager of the Cariboo Forest Region for implementation and referral to the Ministry of Forests executive.

Figure 2


Development of the Strategy
STEP 1
Formation of committees
Timber Values
Range Values
Recreation and Tourism Values
Regional Stability
Rural Community Stability
Wildlife Resources
Native Issues
Employment
STEP 2
Development of committee statements
Lists of issues, options and interests by sector
STEP 3
Preparatiuon of summary document, reorganized by topic
Land Use Planning
Forest Management Practices
Resource Inventories
Resource Tenures
Administration and Enforcement
etc.
STEP 4
Discussion of document in two interdisciplinary groups / Development of recommendations
Recommendations of Group 1
Recommendations of Group 2
STEP 5
Preparation of final working document
Combined Issues and Recommendations of Two Groups
STEP 6
Finalization of recommendations
Full Membership Reaches Consensus on each Issue and Recommendation
STEP 7
Preparation and ratification of the strategy
A Strategy for Sustainable Development

Membership

The membership of the council included representation from a wide range of organizations with an interest in forest resources. Council members were as follows:

Cariboo Local Advisory Council Membership

Chairperson	Norm MacLeod
Secretary	Irene Levesque
Cariboo Woodlot Association	Tom Redl
IWA - Canada Local 1-425	Ron Colville
Cariboo Regional District	Darlyne Brecknock Bob Long
City of Williams Lake	Bill Shiels John Ailport (alt.)
South Cariboo Trappers' Association	Ben Mobbs
Cariboo Chilcotin Guides Association	Mike McDonough Stuart Maitland (alt.)
Cariboo Tourist Association	Gordon Finlay
Williams Lake Sawmills	Conrad Pinette Brian LaPointe (alt.) Fred Hutchinson Guenter Weckerle (alt.)
Cariboo Cattlemen's Association	Ron Bryant John Moon (alt.)
Share the Cariboo Chilcotin Resources	Tim Menning
West Chilcotin Community Resource Board	Dave Neads
Ulkatcho Indian Band	Mike Holte
Cariboo Tribal Council (representing these bands)	Bruce Mack
Soda Creek Indian Band	
Alkali Lake Indian Band	
Williams Lake Indian Band	

Each of the 15 organizations represented on the CLAC could be described as a "user" of the forest resource.

Representatives of the Ministry of Forests and the Ministry of Environment attended meetings of the council as advisors. It was considered inappropriate for government managers to endorse the CLAC recommendations and then evaluate them once they were submitted.

The terms of reference for the CLAC provided for membership changes with the consensus of the council. The council subsequently established criteria which could be used to evaluate requests for membership or an expressed need to be involved in discussions (see Appendix 3).

In some instances, individuals and organizations were invited to make a presentation or participate in the work of a committee.

Implementation

This strategy for sustainable development of the Williams Lake TSA was developed over nine months. By comparison, the Ministry of Forests' TSA plans are developed over five years. Both of these are considered to be strategic planning initiatives.

The short time available to develop this strategy did not allow for a lengthy analysis of all the recommendations contained in this report, but that was not felt to be necessary in most situations. Wherever the council felt that the probable solution to an issue would benefit from additional discussions between affected interests, that was noted. These are the exception. More frequently, the council recommended that specific measures be initiated without delay.

Many council members are concerned that if results are not evident from this process within a reasonable period of time public disillusionment will be widespread. This concern stems in part from the high number of provincial initiatives requiring public consultation in the past two years. It is the council's desire, then, that the strategy be implemented expeditiously.

Some recommendations have clear implications for the human resources and funding of the Ministry of Forests and other provincial government agencies, particularly those recommendations that address integrated resource planning. There may also be costs associated with an inability to solve some of the issues raised here. These considerations were raised and discussed on several occasions by the council. In each case it was resolved that the council would maintain a clear separation between its mandate —that of strategy development — and the requirements for implementation.

Statement on Sustainable Development

The sustainability of the forest-based economy in the Williams Lake Timber Supply Area and of all other forest dependent uses in the area are totally interlocked with the future of the surrounding environment. A healthy economy requires a healthy environment. At the same time, it is when the economy is vigorous and growing that we can most easily afford to make the choices ahead.

The recommendations in this document presume that not only should forest use be compatible with the land's capability to provide, but that the two can be mutually supportive. Toward that end, our discussions were guided by the following principles:

- That forest use and forest management activities should, as a primary objective, strive to maintain or enhance the existing stock of biological wealth.
- That the use of forest resources in the Williams Lake TSA should be limited to the carrying capacity of those forests and not exceed their capability for renewal.
- That forest uses should be integrated whenever and wherever possible, so that the benefits available from a finite land base are maximized.
- That the benefits and costs of forest use and forest management should be shared equitably amongst all forest users, including the public at large.
- That research, technology and industry aimed at increasing the benefits from the area's forests and improving the use of existing forest resources should be encouraged.
- That the economic, social and environmental objectives for the use of the TSA's forests should receive equal consideration.
- That local values and interests should receive equal consideration to those of the broader area.
- That the process for reaching decisions on forest use and forest management should involve the public in an alliance with government and industry, with the intention of developing mutually advantageous strategies and initiatives.
- That the maintenance of an environmentally literate community should be encouraged through improved communication between all forest users, managers and the public.
- That forest management policies and strategies should anticipate, evaluate and respond to continually changing natural resources and user needs.

Issues and Recommendations

Resource Information and Inventories

The development of improved forest resource inventories which have the confidence of resource managers and users are central to our ability to address other forest management issues. The resolution of land use conflicts, the determination of forest use levels and the development of sustainable management strategies are all linked to the quality and interpretation of resource information.

Any initiative to gather more information on a specific resource must consider that:

- information can be provided to different levels of detail and at a variety of scales;
- a great deal of information may already be available but it may not be readily accessed or easily understood;
- additional resource information will have little value unless it is used.

More information is gathered for those resources that are heavily used or supported by an advocate. Other resources, which may be no less ecologically significant receive less study. For example, while the accuracy of the timber inventory in the Williams Lake TSA can be debated, its quality is superior to that of the information available for all other forest resources.

At another level, information about the relationships between forest resources and the ecological impacts of various forest activities is lacking. Existing ecological data bases, such as the wetland classification system, are not employed to the extent that they could be.

For the forest user it is sometimes difficult to disclose information — such as the location of guide-outfitter trails — and still protect personal interests. However, the need to consider user information in the development of resource plans remains.

The council feels that, initially, emphasis should be placed on the need to understand, exchange and use existing resource information. Thereafter, the development of smaller-scale inventories which include a user component should result in improved site-specific management decisions.

Inventory information is not easily accessed by the public and the interpretations provided by government agencies are not always accepted by forest users. One result is the public perception that timber harvest levels cannot be sustained. The council believes consultation is needed between provincial government agencies and forest users to discuss the adequacy of resource inventories and to reach an understanding on what they mean and how they can be used.

1. **Undertake to improve the forest inventory, in it's broadest sense as soon as possible. This should be given a very high priority by all natural resource management agencies.**

2. **Establish an interagency group to coordinate and direct this initiative at the regional level. This will ensure that predetermined standards are met, that data is compatible and that the public has confidence in the results.**

3. **Ensure that each agency places a greater emphasis on initiating or improving resource use inventories.**

4. **Involve resource user organizations and the public with this project at the appropriate stages. (See recommendation 37).**

5. **As its first task, the regional group should assess the adequacy of existing inventories, determine information needs, and summarize the findings in a form that is understandable and available to the public (eg. using graphics and non-technical explanations published in a newsletter format).**

6. **Ensure that decisions on what information is needed on any resource consider the following:**
   - **the benefits and costs of improving specific information. This should include the opportunity costs of not proceeding;**
   - **the level of management expected by resource managers, resource users and the public;**
   - **the need to obtain new information to prioritize competing needs or choices;**
   - **the need for all parties to support decisions based on the information;**
   - **the importance of improved accuracy in the information to be used (ie. will it make a difference?).**

7. **Select and initiate specific inventory projects.**

Range Inventory

Attempts have been made to develop an inventory of range carrying capacity, based on vegetation mapping. These attempts have shown that, while returns from the range resource are much less than those from the timber resource, this inventory would be more costly than a comparable timber inventory because:

- forage is harvested on an annual cycle and varies annually, whereas a timber inventory is based on a 100+ year rotation.
- forage types are more variable than timber types, with a given timber type possibly containing up to 20 distinctive understory forage types.

As a result, range management decisions are based on historic use and periodic range condition sampling. One-time range inventories are conducted where new range opportunities are advertised.

Range users remain concerned that some ranges are underutilized and that opportunities are being lost because of the difficulty in tracking all operations in detail.

8. **In consultation with area range users, consider new alternatives to upgrade the range inventory system and the range inventory itself to improve forage information for range planning.**

9. **Conduct more field checks to monitor use and upgrade inventory information.**

10. **Conduct joint field inspections with range licensees on an annual or bi-annual basis.**

-or-

Delegate more responsibility to the licensee to adjust stocking levels in response to range conditions. Use recommendation 9 to monitor abuses of the system.

Fish and Wildlife Inventory

Fish and wildlife inventories require improvement in the following areas:

- the distribution of furbearers and non-game species;
- the impact of timber harvesting on fish and wildlife, especially furbearers;
- the assessment of habitat quantity and quality by location;
- the identification of factors, such as pollution and fishing pressure, which result in declining fish and wildlife use opportunities.

11. **The Fish and Wildlife Branch of the Ministry of Environment should develop a fish and wildlife inventory that corrects these specific inadequacies.**

12. **The Fish and Wildlife Branch, in consultation with fish and wildlife users, should establish a system for communicating inventory information and assessments.**

13. **The Fish and Wildlife Branch should identify those factors that contribute to declining fish and wildlife use opportunities, and then mitigate their affects in site-specific plans.**

Recreation and Tourism Inventory

The Ministry of Forests' recreation inventory consists of large-scale assessments of various recreation features and values. It also documents the spectrum of recreational opportunity available, focusing on "the degree of alteration by man."

The Cariboo Forest Region is now in the second year of a five-year inventory update program. A minimum of 40% of the inventory in each district in the Williams Lake TSA will be completed by the end of 1991.

Recreational user and demand inventories are conducted at a provincial level and provide only general information. There is an inadequate inventory of the capability or need to provide for public recreation, commercial recreation development and tourism opportunities in the Williams Lake TSA.

14. **Develop a recreation needs/availability inventory which includes opportunities for commercial development and tourism. The Provincial Tourism Resource Inventory recently initiated in this area by the Ministry of Development, Trade and Tourism should be considered as one component of this inventory and integrated with other recreation inventory initiatives by the regional interagency group.**

Interagency Coordination

The legislated mandate of government agencies with respect to integrated resource planning and management varies in direction and division of responsibility.

Program goals and objectives are not always coordinated between government agencies or between branches of individual government agencies. Where attempts at coordination are made, the outcome is frequently inadequate, due in part to these competing objectives.

The lack of coordination becomes most apparent at the local/operational level where forest uses must be integrated.

15. **Create an interdisciplinary regional planning team to coordinate program objectives, set priorities and resolve issues within a planning hierarchy.**

16. **Review new local and provincial policies on an interagency basis regionally before they are finalized.**

Land Use

There is a concern that the increase in the number of resource use conflicts in the Williams Lake TSA will result in growing uncertainty and reduced opportunity for those who depend on the area's forests for their livelihood and enjoyment.

The forest industry seeks assurances that a land base for long-term timber production can be identified. Forest industry employees fear that a reduced timber supply will result in layoffs. The ranching industry has expressed concern over the establishment of wilderness

areas, wildlife management areas and parks — designations that may exclude livestock. Others contend that forest harvesting practices, such as clearcut logging, amount to land use designation by default, precluding and negatively affecting other forest dependent uses.

For many, the absence of a provincial or regional land use strategy is a significant impediment to the resolution of specific resource conflicts. The lack of agreement on which resource values should be a given preference in specific areas has, in turn, resulted in the perception that timber values predominate.

There is an urgent need for a process to determine land-use zones which would permit negotiation between competing interests, objectively assess the value of resources, and manage for change over time.

17. **Develop a provincial land use strategy which includes a zoning strategy, a philosophy that supports integrating land use, and a process to resolve land use conflicts.**

    Ensure that the zoning strategy is linked to the framework for integrated planning and that it considers current use, best use, compatible uses and conflicting uses. It should also provide for changes in user demand, resource attributes and public expectations.

18. **Base zone classifications on climate, vegetative cover, soils and landforms — non-partisan ecological criteria.**

19. **Coordinate forest user needs as much as possible, to reduce demands on a finite land base.**

20. **Develop strategies that facilitate the integration of forest uses. For example, develop management plans and techniques which would make timber harvesting more compatible with tourism objectives and vice versa.**

21. **Develop access management plans in support of land use designations.**

Integrated Resource Planning

The Ministry of Forests defines integrated resource management as "a process which identifies and considers all resource values along with social, economic and environmental needs. This process assigns resource use and management emphasis based upon present uses, the mix of benefits produced, the continued capability of the land to produce benefits, and social preference." (See Appendix 5).

Integrated Resource planning is further defined as "a flexible and consultative decision-making process which examines the interaction of various resources, resource uses, developments and trends, and provides for interaction with stakeholders in the search for information, shared values, consensus and action that is both feasible and acceptable to the parties involved." (See Appendix 6).

In practice, there is a need to design planning processes that are responsive to local expectations and that allow extensive consultation with a wide range of potentially affected interests.

Organized forest users sometimes question to what extent they are able to participate effectively in decisions at the various levels and stages in the Ministry of Forests planning system. There are concerns that some interest groups seem to enjoy preferential status in the decision-making process. Rural residents of the TSA contend that centres such as Williams Lake exert undue influence on resource management decisions; Williams Lake residents express a similar view with respect to interest groups from outside the region.

22. **All provincial government agencies with responsibility for the management of Crown lands should participate in a process to establish common administrative boundaries which reflect management requirements, existing use and land use zones.**

23. **Institute a planning framework that emphasizes a balanced "top down - bottom up" approach to plan development. Ensure that each component of the planning framework is responsive to other components.**

    Broader level plans (eg. TSA plans) should provide objectives and direction to more detailed plans at the local level.

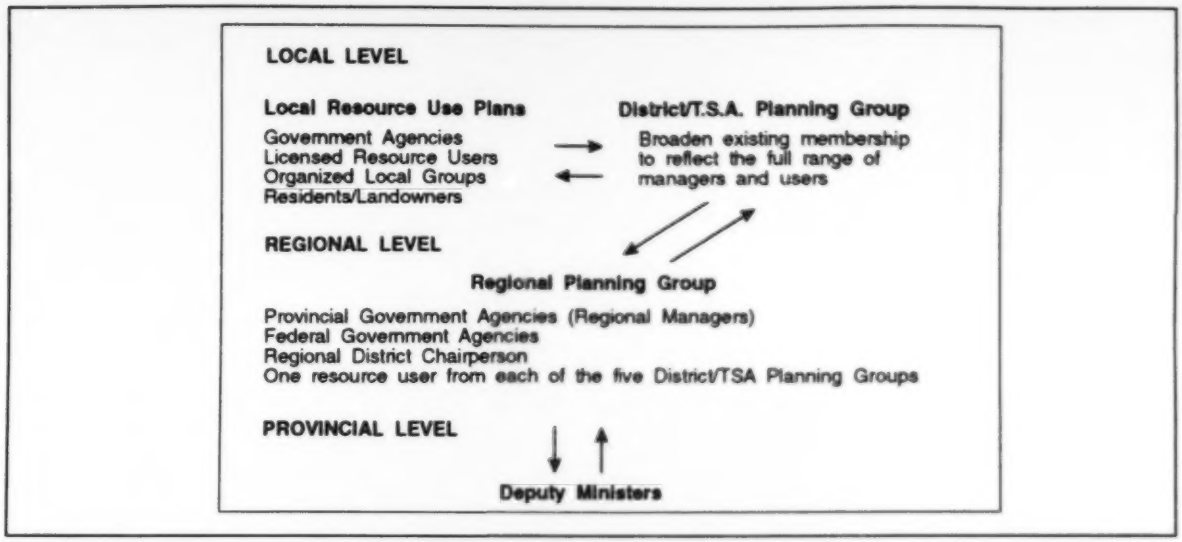
    Local plans should reflect local priorities with consideration for the broader objectives. Communication between the two planning levels should lead to the adjustment of each.

    The priorities of local forest users and the province must be rationalized at the regional level. The membership of the regional planning group will significantly affect its ability to address the concerns of all users and managers.

24. **Give all forest users equal opportunity for access to the planning process. Problem solving forums should reflect that equal opportunity and allow for interaction and negotiation between users.**

25. **Recommended Planning Framework**

Figure 3: Recommended Planning Framework



Each of the five resource users on the Regional Planning Group should represent a different interest (eg. trapping, timber harvesting, natives, ranching, and recreation).

26. **Document clearly the terms of reference for each planning group and include the attendant division of responsibilities. Opportunities and limitations of the process should also be clearly documented. Each planning level should be empowered to make certain decisions and be expected to refer others.**

27. **Develop a mechanism to resolve disputes for instances where agreement can not be reached. These instances should be the exception and this alternative used infrequently. Disputes should be resolved quickly to avoid prolonged uncertainty at the local level.**

28. **Ratify forest plans at the TSA planning level and above, on an interagency basis to the Cabinet level.**

Forest planning at the TSA level is significantly behind schedule in the Williams Lake TSA, as it is in many other TSAs. This has resulted in planning assumptions and an allowable annual cut which are based on information from 1981.

29. **Assign forest plans strictly enforced fixed terms and require periodic reviews. Updates should occur by specified deadlines.**

There is a perception that forest plans are chaired with a predisposition that favours timber harvesting over other values. This is due in part to the absence of a widely supported land use strategy. Nonetheless, it is imperative that the chairperson have the confidence of all plan participants.

30. **The role of the chairperson should be clearly defined. That is, they should not represent any individual interest, but instead should advocate an equitable and efficient planning process. Provide training on group facilitation skills.**

Planning strategies and management decisions that focus on the management and harvesting of timber resources may have a negative effect on, or even displace, other forest uses such as: trapping, hunting, mushroom picking, berry picking, the gathering of medicines, ranching, tourism, fishing and hunting, guide-outfitting, and general recreational and aesthetic enjoyment.

In some instances, additional costs of both time and money are imposed on established users of the forest resource as a result of forest management decisions. While the introduction of a new licence may significantly affect other licensees in the same area, legal remedies are usually not available.

Other remedies such as mitigation or compensation should apply equally, irrespective of the forest use. That is, if a forest licensee is compensated for removal of more than 5% of a cutting authority in a year, then other users should be compensated for similar losses. However, it may be difficult to define what constitutes a loss.

31. **Wherever possible, integrate the management objectives of various sectors and mitigate negative impacts at the operational planning level.**

32. **Where this is not possible, the planning framework should allow participants to choose between competing uses and define the nature and extent of the loss, if any. The provincial government should compensate for any loss since it has the statutory responsibility to approve all plans and it receives additional benefits from maximizing use in a given area.**

33. **To reduce the number of these conflicts specify, based on land use zones, where opportunities exist for various resource uses. Tenure documents should create reasonable expectations for the holder by clearly specifying the right of the Crown to issue additional licenses or sanction new activities or development, if applicable.**

34. **Practice integrated planning such that no unwarranted preference is given to any individual forest use while recognizing the desirability and necessity of diversifying forest use on a watershed-by-watershed basis.**

Native Interests

The disputes and uncertainty associated with the native land claims question will continue until the issue is resolved. While native title is not specifically within council's terms of reference, it is clear that the successful implementation of this strategy is dependent on the confidence, support and cooperation of all forest users.

At the same time, First Nations governments cannot be considered as just another user group.

Many concerns of the Native people and the First Nations' governments regarding the management and use of forest resources are shared by other users and are reflected here. These include concerns over: resource stewardship, sustainable development, environmental quality, equitable forest use, the process used to reach decisions, and the development of economic opportunities.

First Nations' governments are not always consulted by provincial government agencies and the forest industry in the preparation of forest plans. Natives are also reluctant to participate in forest planning. There is an obvious need to improve discussion and cooperation between Natives and other forest users and managers.

35. **The provincial government should initiate a process to address and resolve the land claims issue as soon as possible.**

36. **Encourage native people to participate in forest plans and ensure that they are afforded all those opportunities that are extended to other resource users or organized groups in the planning framework.**

Public Involvement

The public places a very high value on its right to advise government agencies on resource management and resource allocation issues.

Government, the public and the forest industry all have limited time to devote to the forest planning process, so it is essential that responsibilities are clear and that all parties' expectations are within reason. Government agencies must help the public understand how the planning process works and how they can participate. At the same time the public has a responsibility to stay informed about developments in local areas.

When there are opportunities for public involvement in forest planning, local people often have difficulty accessing the information they need to make informed decisions. Information provided may be incomplete, uninterpreted or simply not available at a convenient location.

Generally, an initiative that seeks to involve the public in forest planning should:

- be readily accessed by those whose opinions are being sought;
- make all relevant information available, interpreted for the layperson;
- encourage frank and regular communications between all parties;
- exhibit a receptiveness to change;
- exhibit consistency and fairness in the application of the planning process;
- produce results from the information provided within a reasonable period of time.

37. **Make public involvement an integral and mandatory part of forest planning processes. Provide for meaningful public involvement at all planning levels and at the following stages of plan development:**

    - **design of the consultative process**
    - **identification of issues and determination of objectives**
    - **provision of data and information**
    - **assessment and development of options**
    - **selection of a preferred option or mix of options**
    - **periodic plan review.**

38. **Place more emphasis on consulting with those public interests that are directly affected by new developments. This is not meant to imply that contact with the general non-aligned public should be reduced.**

39. **Review procedures for involving the public in forest planning so that consistent and clear opportunities for public participation can be developed. This review should focus on:**

    - **determining when and how local residents and other vested interests should receive notification about upcoming plans;**
    - **improving advertising to encourage public participation;**
    - **removing jargon from public communications;**
    - **ensuring that plans and other information are displayed at convenient locations, such as community halls, stores and schools.**

Resource Valuations and Fee Structures

Financial implications and environmental concerns must both be considered when land use or land management decisions are made. In application, there is no generally accepted or consistent approach to the valuation of forest resources, the revenues they produce and the administrative costs they incur. Economic assessment by itself will not make it easier to reach land use decisions, but the public will at least be apprised of the economic implications of these decisions.

40. **Develop and employ consistent valuations of all forest resources, emphasizing current worth. These valuations should include economic and non-economic costs and benefits and consider both the short and long term.**

Existing user fees for the use and enjoyment of forest resources do not reflect the value or management cost of those resources. Since this is the case, user fees should not be increased solely to demonstrate the economic value of one resource relative to another. That approach could result in a *de facto* land use strategy based on the ability of different users to pay. Fees should be fairly determined and applied.

41. **Review existing fees for resource use with a view toward developing a more systematic and equitable approach. A higher proportion of user fees, regardless of fee structure, should be reinvested in the management and enhancement of resources.**

Stumpage rates are the focus of considerable discussion and negotiation at the national and international levels, but they are also an important determinant in the economic health of communities with forest-based industries.

Stumpage rates should provide a reasonable rate of return to the Crown but they should also be responsive to market fluctuations. If stumpage rates are not responsive they may result in layoffs and a net loss to the Crown.

42. **Within the latitude available at the provincial level tie stumpage rates to market shifts, to improve the sustained economic viability of communities.**

Employment

Technological advances in the forest industry are reducing the number of workers. Skill levels in trade categories must continually increase to respond to new technologies. Some workers are not able to adapt to operating new equipment, so they become marketable only as labourers. If whole operations are closed, this problem is greatly exacerbated. The Williams Lake TSA may have already absorbed much of that technological change but continual retraining and flexibility will be required in the future.

On the other hand, there may be significant opportunities for forest workers who possess or receive training in forestry-related skills, such as thinning, tree planting or prescribed burning. There is evidence that much of this work presently goes to firms and workers based outside the TSA.

43. **Encourage economic diversification to reduce the impacts of employment fluctuations in any individual sector.**

44. **Retrain workers displaced by technological change and attempt to relocate workers in similar jobs in related sectors.**

45. **Assist in upgrading tradesperson's skills by providing training that reflects changing industry requirements. Use local facilities for this training.**

46. **Include a training component in the contracts of forestry-related contractors which requires that courses be held within the Williams Lake TSA.**

There is the potential for a loss of employment as a result of the Canada-United States free trade agreement and the need to compete with industries with a lower wage structure. If centralization of wood processing facilities increases there may be new pressures to move timber between communities and TSA's. This may result in disproportionate timber-based employment from one community to the next.

The export of logs out of province is not presently a significant element in job loss in the Williams Lake TSA. However, because there are differences in log export regulations for timber on private versus public land, any changes to the percentage of forests owned by the public may result in a need to reconsider log export policies.

47. **Retain logs in the TSA to the greatest extent possible, recognizing that there will be some log trading across TSA boundaries.**

There is a perception that existing jobs in the forest industry can be "traded" for an equal number of jobs of the same quality in the tourism/recreation sector. This has not been substantiated. There is also a perception that forests are not being managed for sustainable timber yields, that the forest industry is a "sunset industry", and that the jobs it provides are not long term.

48. **Ensure that economic analyses of employment impacts are considered during the resolution of land use issues to ensure that high quality jobs are maintained in the community in the long term.**

49. **Emphasize the value of integrated management and diversity in forest use in public communications rather than appearing to favour one use over another. This will only be possible if integrated resource management becomes more successful than it has in the past.**

To maximize employment from harvested stands utilization of the timber resource — including what is now thought of as waste — should be improved. Matching log types to mills through unregulated trading is one way to improve utilization. Increasingly, inefficient mills that do not reduce waste will not be able to compete.

50. **With consideration for market forces, promote the development of industries that use what is currently thought of as waste in the forest industry (eg. cogeneration/fibreboard plants) and industries that manufacture value-added products.**

Resource Tenures

There is a continuing dialogue in the Williams Lake TSA, and in the province as a whole, regarding the types of tenure which are used to administer the timber resource. Various interests support a specific type of timber tenure, or mix of tenures, based on their ability to attract investment, protect the public interest or provide for the sound management of the resource.

The council, recognizing that a certain type of tenure may not be desirable based on it's administrative qualities alone, feels that, to satisfy public needs, tenures should be issued on the basis of whether they:

- provide adequate public accountability;
- result in community stability and steady employment;
- contribute to diversification of the forest industry and the economy as a whole;
- provide the opportunity for secure investment;
- generate consistent local income and crown revenue;
- are compatible with emerging land use strategies and management objectives.

A more significant consideration for many people is the question of how these public interests are represented once a tenure has been issued.

51. **Implement a system of external audits that have the public's confidence and tie the awarding and renewing of long-term forest tenures to demonstrated forest stewardship.**

Some holders of timber tenures, particularly those with relatively small operations, feel that existing administrative requirements are too onerous and costly. They also feel that there is a need for an increase in staff and extension services in the Ministry of Forests to provide expert advice.

52. **Review the administrative requirements on all timber tenures to ensure that they are cost effective and as streamlined as possible.**

53. **Develop and staff a suitable extension or consultation program to maximize the value and minimize the impacts of management activities on small Crown land tenures and private land.**

54. **Encourage small tenure holders to form an association which would provide advice and other needed services.**

Woodlot licenses are awarded through a competitive process between applicants and can not be awarded to the holder of a grazing lease outside that process. In practice, the Ministry of Forests does not issue any form of cutting authority over a lease without the approval of a leaseholder. This situation has resulted in some parcels of timber not being considered as candidates for a woodlot licence and therefore being underutilized.

55. **Research the possibility of awarding woodlot licenses on grazing leases or issuing another form of cutting authority in a manner that would:**

    - **satisfy the proprietary interests of the leaseholder;**
    - **reflect the competitive nature and price of the timber marketplace;**
    - **be consistent with range management and integrated resource management objectives.**

    Two options that should be assessed are:

    - **allowing a leaseholder the right of first refusal on a competitively bid price for the timber or woodlot;**
    - **requiring the leaseholder to contribute private land to the woodlot, a requirement which no longer applies to other woodlots awarded through a competitive process.**

As was mentioned earlier, many non-timber forest users believe that government favours timber harvesting over other forest uses without adequately considering negative impacts. The resolution of this issue is not aided by the absence of clearly specified rights and obligations in tenure documents.

56. **Specify clearly in all forest tenure documents whether there are any limitations on the tenure holder or other forest uses and whether the tenure holder can expect exclusive use.**

Bill 77 (*Range Amendment Act No. 2, 1990*), which has not yet been passed, would allow a district manager to amend existing range tenure boundaries and to issue new tenures. Bill 74 (1990) already makes provision for the Minister of Forests to change range tenure boundaries, reduce allocations and provide compensation. In addition, there is now a provision for appeal to the minister.

Range tenure holders are concerned that these provisions may result in the displacement of existing ranching operations and a transition to volume-based tenures from existing area-based tenures.

57. **Retain area-based tenures to the greatest extent possible. Ensure that any changes to the boundaries or allocations of existing tenures consider as a primary objective the continued viability of existing ranching operations.**

Timber Allocation

Forest resource users in small communities are being displaced or negatively affected by resource management and timber allocation decisions made in the larger centres. The residents of these communities do not have adequate access to new employment opportunities which are created from the use of the surrounding forests.

The Ministry of Forests has provisions to set aside specific areas for small-scale loggers, but only where these limitations are based on site conditions and silvicultural objectives, such as the minimization of soil disturbance.

58. **Develop the ability to stipulate harvest methods on small business sales for reasons other than meeting silvicultural objectives, to allow small operators to compete. Structure these sales such that smaller timber volumes are harvested over longer periods of time.**

59. **Increase local involvement in forest management by encouraging and awarding community-based woodlot licenses. Review woodlot size limitations to ensure that community-based woodlots are viable.**

The opportunity exists to develop new markets for value-added products and to meet existing demands for speciality products by allowing small sawmilling facilities on woodlots. The Ministry of Forests and other forest licensees are concerned that the development of additional sawmilling capacity will simply result in more demand for a finite supply of timber.

60. **Bring all affected interests together to determine whether it is possible to take advantage of these market opportunities while maintaining enforceable constraints on sawmilling capacity. Options might include the issuance of a permit to mill certain products, or the setting of a production ceiling on new small sawmills.**

There is a perception that surrogate bidding (ie. ineligible bidders placing bids through qualified bidders) is occurring and that it undermines fair market competition in the Small Business Forest Enterprise Program.

61. **Investigate all allegations of surrogate bidding vigorously and enforce, or strengthen if necessary, those regulations that prohibit its practice.**

Forage Allocation

No system exists for allocating forage for wildlife and livestock in the Williams Lake TSA. Forage increases in cut-blocks are allocated to wildlife or livestock on an ad hoc basis.

62. **The Ministry of Forests and the Ministry of Environment should create a forage allocation committee in the Cariboo/Chilcotin Region to develop a method for allocating forage on forest habitats.**

The introduction of Elk continues to be a controversial issue for both wildlife advocates and the ranching community. The advocates favour increasing Elk populations; the ranching community is concerned that the greater populations will result in increased competition for limited range lands and possibly result in the introduction of disease to domestic livestock.

63. **The Ministry of Environment and the Ministry of Forests should convene a meeting with range users and wildlife advocates to determine whether this issue can be resolved to the satisfaction of both groups. The group should assess whether the introduction of Elk could be integrated with existing range management strategies, and whether any increase in Elk populations is advisable. These meetings should be designed to provide the specific information needed to make an informed decision.**

Timber Harvesting Practices

Timber utilization levels fluctuate according to whether there is a need to reduce fire hazard, reduce waste, create good growing sites for new seedlings, or maintain high visual quality. More recently the precepts of "new forestry" have called for more large woody debris to be left on harvested sites. Within this wide range of seemingly contradictory options there is a clear separation between those that are socio-economic options and those that are based on forest management criteria.

64. **Within the silvicultural and ecological contraints prescribed by good forest management, increase utilization standards on currently harvested sites.**

65. **Develop administrative mechanisms so that different operators can use different portions of the timber resource on the same site (eg. a conventional logging operation and a commercial firewood supplier).**

Present rates and methods of harvest are taking place on a scale which can negatively affect other forest-dependent uses. Residents of rural areas are concerned about the effects of large-scale forest harvesting on their traditional economies and their forested surroundings. Ranchers are concerned that harvesting too much timber in one area over a short period of time may affect the area's hydrology and result in significant fluctuations in available forage.

66. **Determine appropriate levels of harvest on a watershed-by-watershed basis and select harvest methods that meet the constraints identified in completed Local Resource Use Plans (LRUPs).**

67. **Develop planning scenarios within LRUPs, based on watershed-by-watershed data bases that include biological and economic profiles.**

    Recommendations 65 and 66 will require that appropriately sized "watersheds" be identified for the preparation of LRUPs.

68. **In planning for the location, amount and rate of harvest, consider water to be the primary resource and place the highest priority on environmental protection. In practice, this will require that hydrologists contribute to the determination of LRUP harvest levels and that both water quality and quantity be maintained or enhanced.**

69. **LRUP harvest levels should sustain forage levels without wide fluctuations. Improve communication among timber companies, range tenure holders and range managers on the timing and amount of timber harvests and the requirements for forage.**

70. **In instances where there is more than one timber licensee in a watershed, coordinate cut-blocks in development plans within established LRUP harvest levels, where they exist.**

There is no consensus within the community of forest users regarding the impacts of clearcut logging as it is practised now in the Williams Lake TSA. Moreover, there is an absence of local research or collated information from other areas on this subject. Concerns that wildlife and wildlife habitat are being negatively affected and that future management options are being foreclosed, need to be addressed.

It is agreed, however, that as more information becomes available ethical questions will persist. For example, there may be a need to determine which wildlife species should receive priority consideration on a site-specific basis.

71. **Give high priority to researching the impacts of clearcut logging on wildlife in the Williams Lake TSA. In the interim, compile information produced in other areas and consider its application in this TSA.**

72. **While this initiative is underway apply the following practices:**

- **encourage the use of smaller clearcuts;**
- **practice selection logging in appropriate species;**
- **provide escape corridors and migration routes for wildlife;**
- **zone areas to reflect wildlife habitat requirements;**
- **consider the impacts of cutblock spacing and scheduling over time.**

In some areas of the TSA harvesting has been concentrated in the more accessible valley bottoms, leaving the steep-slope timber. These areas must now be addressed through the use of alternative (non-conventional) harvesting methods. Some progress has been made in this regard in recent years.

73. **Continue to encourage the development and use of non-conventional harvesting systems to ensure that harvesting in the TSA addresses the whole of the forest profile on varying terrain.**

There is a perception that poor harvesting practices in the Small Business Forest Enterprise Program and on private land are resulting in public pressure for more restrictions on forest industry practices. A recent audit by the Ministry of Forests indicates that performance in the small business sector is not significantly different from that of other licensees. In either case, unacceptable harvesting practices occur periodically.

74. **To ensure that minimum harvesting standards are met, enhance the capability of the Ministry of Forests to monitor performance and enforce regulations. Encourage better harvesting practices on private land through the provision of extension services.**

Biodiversity

Although there is very little site-specific information available regarding the affects of forest management practices on biodiversity, it is clear that species diversity and genetic variation within species are important indicators of environmental health.

The Ministry of Forests' silvicultural guidelines are based on site-specific ecological classification but that information is interpreted for forest managers charged primarily with growing timber, rather than maintaining biologically diverse forests. Placing more importance on biodiversity in the development of forest plans may require a concurrent change in the regulations and standards governing forest management practices (eg. free-to-grow requirements, stocking standards etc.).

Existing information on biodiversity could be incorporated in forest plans while additional research is conducted.

75. **In conjunction with recommendation 71 initiate a research project which will provide information, specific to each forest type, on the affects of forest management practices on biodiversity. Collate existing information for consideration in the development of forest plans at all levels.**

Silvicultural Practices

The increase in funding for silviculture in the TSA has resulted in more conflicts between forest managers and other resource users. For example, the number, timing and location of scarification and thinning projects may have an impact on wildlife habitat and range users. These silvicultural activities do not necessarily occur in areas scheduled for harvest and therefore may not be considered as candidates for new local planning initiatives.

76. **Address these issues through local planning initiatives wherever possible. Improve communications between silviculture managers and forest users to find cooperative operational solutions to these site-specific problems.**

There is public concern over the possible ecological and toxicological impacts of herbicides used to reduce vegetation that competes with conifers, or to control noxious weeds, such as knapweed. There is also a question of whether it is desirable to manage vegetation to maximize timber production. For example, the use of herbicides to meet silvicultural objectives might eliminate vegetation that could be used by domestic livestock.

77. **Determine vegetation production targets which recognize livestock and wildlife needs at the LRUP level, and manage or control vegetation accordingly.**

78. **Continue the responsible use of herbicides to control vegetation subject to the following:**

    - **investigate and employ alternative (non-chemical) treatments, such as the control of weeds with livestock;**
    - **time applications to minimize impacts on other forest users (eg. the recreating public and tourists, fish and wildlife);**
    - **seek to improve methods of application;**
    - **seek to reduce herbicide strength/toxicity and the size and number of areas requiring treatment.**

Slash accumulations associated with juvenile spacing may significantly deplete furbearer habitat.

79. **Accommodate furbearer habitat requirements by scheduling spacing projects, varying stand densities, and dividing up large areas scheduled for treatment. Ensure that untreated areas remain connected.**

80. **Include wildlife habitat requirements as a standard consideration in the development of silviculture prescriptions.**

81. **Review silviculture regulations and standards to assess the implications of recommendations 75 - 80.**

Range Management

The physical control of livestock depends in part on a combination of human-made and natural barriers. Similarly, the ability of ranchers to control and be accountable for their livestock depends on the individuals, managers and management strategies which control those areas immediately adjacent to rangelands. The harvesting of nearby forested stands or inadequate fencing between rangelands and new subdivisions can result in immediate control problems for a rancher.

82. **To the extent that it is possible, retain natural barriers for livestock control. If this is not possible, and fence construction and maintenance are required, provide for compensation or mitigation as described in recommendation 32.**

83. **In new subdivisions, where control of cattle is or could become a problem, make fence construction and maintenance the responsibility of the developer or landowner. The Cariboo Regional District and the Ministry of Crown Lands should develop regulations that require this.**

Habitat Protection

Better protection is needed for streams, lakeshores and wetland habitat areas. In many cases, the leave strips in harvested areas do not provide an adequate buffer.

84. **The work of the Interior Fish/Forestry Wildlife Habitat Committee should result in clear guidelines for inclusion and consideration in forest management plans. Habitat protection should be addressed to the satisfaction of the Ministry of Environment at the operational level. The Ministry of Environment should ensure that all plans contain adequate safeguards to protect fish and furbearer habitat, in particular.**

There is a need to evaluate the old-growth timber requirements of a variety of wildlife species and to determine how those needs can be accommodated in strategic and operational plans. Some species require high elevation stands of old growth timber, which may be marginally economic or undergoing rehabilitation for improved timber production. Other species require that individual old trees, or clusters of trees, remain after harvesting.

On a larger scale there is a concern that different wildlife habitat components have become fragmented (eg. summer and winter ranges may be separated or linked by insufficient migratory corridors), resulting in population decline. This problem could be addressed through the development and protection of large, fully integrated habitat areas.

Setting aside individual stands of old-growth timber may not offer a long-term solution to these habitat requirements. Instead, a percentage of the forest cover in each drainage could be old growth, thereby ensuring a continued supply of old-growth habitat.

85. **The Ministry of Environment and the Ministry of Forests should develop a strategy and specific objectives for the maintenance of old-growth timber and habitat diversity for wildlife. Some wildlife habitat requirements could be integrated with demands for park and wilderness areas.**

86. **The Ministry of Forests, Ministry of Environment and the Workers Compensation Board should determine if timber harvests can be modified in such a way that worker safety is not compromised, while old trees and snags are retained for the habitat they provide.**

Recreation and Tourism Resources

The apparent lack of an equitable and comprehensive process to evaluate and designate parks and wilderness areas is resulting in increased public division.

Some forest users feel that harvesting plans are proceeding in candidate areas without consideration for their recreational potential. Others contend that recreational land use designations are imminent and will occur without consideration for the affects they have on the forest industry and related employment. Both groups feel that time is of the essence and that a new approach to resolving this issue is urgently needed

87. **Proceed with an assessment of the Chilko Lake area and determine its suitability for some form of recreational designation. Ensure that all users and managers with an interest in that assessment are given the opportunity to participate.**

88. **At the earliest opportunity the provincial government should invite all stakeholders to participate in an initiative directed at assessing, concurrently, the long term land based needs for timber harvesting and recreational designations, in the context of a land use strategy that addresses a wider range of resource interests.**

An increase in the amount of visible logging in recreation destination areas and along hiking trails, cross-country ski trails, tourist travel corridors and shorelines has renewed discussion about forest management practices and whether they should be modified to address aesthetic concerns. There is a consensus that logging should not be hidden from the public, but nor should it be carried out in a manner that disregards the needs of other forest users.

89. **Practice landscape management in high value areas and establish visual quality objectives to guide timber harvesting. Specific practices should include:**

    - **attention to road location and construction standards;**
    - **attention to the size and shape of cutblocks;**
    - **an increase in selection logging in suitable forest types;**
    - **modification of silvicultural site treatments to reduce aesthetic impacts.**

90. **Provide more interpretation of forest management practices for tourists and the public, including forest tours, interpretive highway signing, and demonstration forests.**

Access

Access is a key determinant of forest use. Planning for the development, management and use of road access should consider the following issues:

- the negative impacts of unrestricted recreational access on range users and wildlife;
- the wildlife management problems associated with new road access;
- the conflicting objectives of those who depend on forest access;
- the ability of forest users to influence forest access management strategies;
- the adequacy of access management funding.

91. **Institute an improved and consistently applied system of Coordinated Access Management Plans for the TSA on a priority basis, and include an access planning and management component in all LRUPs. These should address the need to:**

    - **integrate the access requirements of all forest users;**
    - **implement access restrictions as agreed;**
    - **prescribe access treatments (eg. no maintenance, limited maintenance, full maintenance, etc.);**
    - **include the planning of new roads;**
    - **inform the public about access management options;**
    - **ensure that all participants are accountable for the agreements reached;**
    - **determine the funding necessary to implement the plan components.**

92. **Subject to the provisions of an endorsed Coordinated Access Management Plan or LRUP, implement all terrain vehicle restrictions through area or seasonal closures under the *Wildlife Act*.**

Allowable Annual Cut Determination

It is difficult to determine conclusively whether the allowable annual cut (AAC) is too high or too low. The AAC is a composite of the TSA's capability to grow timber, and of an assessment of the socio-economic needs of the area residents and the province. Ultimately, the determination of the AAC involves the judgement of the province's chief forester; it is not a simple calculation of inventory and growth statistics.

The AAC and the long run sustainable yield (LRSY) can rise and fall dramatically as a result of several factors: the inclusion or exclusion of specific supply blocks; a change in the rate at which old-growth timber is harvested; a revision of growth and yield data; or significant changes in our assumptions about forest management practices (eg. if selection harvesting were to increase significantly).

While the public perception seems to be that the rate of harvest is too high, the evidence to support that view is not available. In any case, the numerical validation of the Ministry of Forests' growth and yield figures is less of an issue to forest users than is the belief that current harvest levels do not take into account the needs of non-timber forest values. That perception may be the result of the absence of a visible link between the processes used to arrive at the AAC and LRUPs.

93. **Limit the AAC by the capability of the TSA's forests to produce timber and determine the AAC through the process described below. This process presumes that the AAC should accurately reflect experience at the local level and should be linked to representative LRUPs.**

A process for AAC determination:

- **The local planning group develops an LRUP which determines integrated forest use levels in a watershed.**
- **The district planning group determines forest use levels for larger areas (eg. supply blocks) which reflect experience gained at the local level.**
- **The regional planning group combines forest use levels from all such "larger areas" and recommends TSA forest use levels, one of which is an AAC.**
- **The regional planning groups refers these recommended forest use levels to the district planning group and the general public for review and comment.**
- **The regional planning group submits the recommended forest use levels to the provincial level for inter-agency ratification.**
- **The provincial planning level should address the specific assumptions used to develop the forest use levels for each "larger area" if it alters the forest use levels proposed.**

The possibility that existing LRUPs represent areas with a history of public concern and problems in integrating forest use could be considered at the regional level and the forest use levels adjusted accordingly.

The size of the area used to determine the AAC and other forest use levels should be addressed while considering the costs and benefits associated with using a smaller or larger unit for calculation.

If the AAC is determined for smaller areas than are presently used, it would be clearer where contributing timber volumes were located and how they were netted down to reflect competing needs. However, AACs determined for smaller areas may result in industry displacement and less timber volume available in the short term, unless these "calculation effects" are mitigated through administrative provisions.

On the other hand, if larger areas are used to determine an AAC, management flexibility is retained and it may reflect wood movements and the scale of economies more accurately. At the same time, it will be difficult to provide meaningful public involvement at the local level and it will remain unclear how all forest values were addressed in determining the AAC.

94. **Assess the economic, administrative and logistic implications of moving toward the determination of an AAC based on a smaller area than the existing TSA.**

The forest industry is concerned that the growth and yield figures for managed stands used by the Ministry of Forests are too conservative. Current data indicates that the growth and yield estimates used in 1981 to determine the AAC were low. The Ministry of Forests has indicated that it will continue to use existing projections until locally derived data are available to support new assumptions.

Given the public concern for the sustainability of harvest levels, any new information that would support raising the LRSY and possibly the AAC should have the confidence of all forest users.

95. **Place greater emphasis on the development of new growth and yield data in consideration for the impact that this new information could have on all forest users, local employment and community stability.**

The volume of timber that would be available if the three western supply blocks were included in the determination of the AAC is very close to that harvested now from a smaller land base. However, residents of that area are very concerned that these blocks not be included in the AAC, or harvested, until all forest values can be integrated. Under what circumstances and to what extent these supply blocks can contribute to the TSA's timber supply must be determined.

96. **Initiate at least one LRUP in each of the non-contributing western supply blocks, ensuring that the selected plan areas are representative of the supply blocks as a whole. Determine forest use levels for each LRUP which can be extrapolated to estimate forest use levels for each supply block, including an AAC contribution.**

The forest industry infrastructure is now geared to a wood supply considerably greater than the pre-1985 AAC of 2,500,000 m^3. The size of the forest industry is not, in itself, a problem unless the AAC returns to pre-beetle harvest levels at the next setting. This possibility must be considered.

Local impacts from a drop in the AAC would be significant, with an increase in unemployment and the accompanying social disruption. "Forest worker" jobs (described in the employment section) would also be reduced.

However, loss of employment should not be the only consideration used to determine the level of a reduced AAC, particularly if a higher cut would negatively affect other forest values.

97. **The Ministry of Forests and the forest industry should determine whether there are additional beetle-killed stands of timber which could be salvaged beyond the next setting of the AAC. If there are, then any incremental cut (beyond that justified by a return to "normal" harvest levels) should be phased out annually as the availability of beetle-killed wood declines.**

    These reductions should be planned and staged to reduce sudden and unexpected job loss. Forest industry employees could then be notified well in advance of any employment impacts associated with reductions in the AAC. Retraining and placement in alternative jobs should begin before such layoffs are required, rather than after they occur.

98. **Any incremental cut, as described above, should be explicitly tied to the harvest of beetle-killed stands only (eg. greater than 20% level of attack in mature stands)**

99. **Determine if the harvest of "opportunity wood" can be encouraged while ensuring that other forest values are not negatively affected.**

The public does not understand how the AAC is set, in part because the model used to generate it is so complex. The public needs to be able to evaluate whether their interests have been adequately considered, and to make suggestions for improvement.

100. **Develop a description for the layperson that explains: the major components that are used to determine the AAC; the process used to make that determination; and how much of the process is technical and how much socio-economic. This will enable the ministry to address the perception that we are entering an era of wood shortages.**

Public Information and Education

It is important that the public be well informed about forest management since they own a large majority of the forest's resources. They need timely and readily available information to make informed choices.

Providing information to the public and consulting the public on various topics of interest are two different activities. The council feels that the Ministry of Forests understands and makes that separation in practice, but needs to place more emphasis on improving both types of communication.

The public may demonstrate an interest in only those areas or specific issues that affect them directly. It is easy, then, to assume that silence is a sign of agreement or disinterest. Nonetheless, the ministry should continue to inform the public about decisions or events that significantly influence how the TSA's forests are managed.

101. **Define clearly the roles and responsibilities of government, industry and the public in initiating communications:**

- **Government agencies should retain the primary responsibility of keeping the public informed about forest management in the TSA and of keeping all parties up to date on specific initiatives.**
- **Industry should focus on improving the dialogue with other forest users, ensuring that public relations techniques are used in appropriate circumstances.**
- **Organized public groups and associations should keep their constituencies informed about resource issues and the planning/decision-making processes in place to address them.**

Students at all levels in the school system should be given the kind of balanced information they need to understand all aspects of natural resource issues and to participate in the choices ahead. The availability and content of the information provided now varies considerably between school districts, schools and individual classrooms.

102. **The Ministry of Education, in consultation with the British Columbia Teachers' Federation and all other interested parties, should assess the need to improve the quality and quantity of natural resource education and to integrate that information with existing curricula.**

103. **At a local level, the school board should initiate a discussion with teachers and a representative group of forest users (similar in membership to the CLAC) with a view to improving natural resource education locally.**

Increasingly, the public are expressing a need to be involved in the development and shaping of public policy as it applies to the management of all forest resources. At the same time, however, the views of those offering advice to government agencies seems to vary considerably from area to area in the province. It would therefore be useful if the Ministry of Forests, on a local basis, considered how it could stay informed about public trends and expectations in the Williams Lake TSA. Any such initiatives should occur apart from other ministry-sponsored planning processes designed to focus on specific issues within a defined agenda.

104. **Examine the possibility of using polls, surveys and other means to assess public opinion locally.**

105. **On an ongoing basis, staff should maintain a dialogue with representatives of organized groups and community leaders outside of ministry sponsored planning processes.**

Monitoring and Review

The council believes that the discussions which resulted from the creation of the Cariboo Local Advisory Council were of considerable value. Participants gained a better understanding of each other's requirements and agreements were reached which would not have been possible otherwise. All parties would benefit from a continuation of this dialogue at appropriate intervals.

106. **Initially, a meeting should be held between the CLAC and the Regional Manager and his staff so that the ministry can respond to the report's recommendations. Thereafter, annual reviews would ensure that the strategy remains current.**

Appendix 1: Terms of Reference

CARIBOO
LOCAL ADVISORY COUNCIL

The interest shown by residents and organizations within the Williams Lake Timber Supply Area in the planning for sustainable development of local forests has prompted the Minister of Forests to strike the Cariboo Local Advisory Council.

The Mandate

The council will identify forest management issues representative of the opinion of the local community of users and, by consensus, develop and recommend a strategy for sustainable development within the Williams Lake Timber Supply Area (TSA).

This sustainable development strategy is to be presented to the Regional Manager of the Cariboo Forest Region on or before June 30, 1991. The Regional Manager will then forward the strategy, together with his own recommendations, to the Ministry of Forests executive on or before August 31, 1991.

The Purpose

The ministry's TSA planning process will be held in abeyance until the council delivers its report to the Regional Manager.

The sustainable development strategy recommended by the council will then form an important part of the ministry's ongoing planning for the Williams Lake Timber Supply Area.

The Council Chairperson

The proceedings of the council will be chaired by an independent chairperson.

Funding

The administrative costs of the council will be borne by the Ministry of Forests.

Council Membership

Each group on the list will have council membership. Membership can be altered with the consensus of the council. Each member will designate one official representative and one official alternate. Guests may be invited with the consensus of the council to present and discuss issues.

1. IWA - Canada
2. Cariboo Woodlot Association
3. Cariboo Regional District (2 members)
4. City of Williams Lake
5. South Cariboo Trappers' Association
6. Cariboo Chilcotin Guides' Association
7. Cariboo Tourist Association
8. Williams Lake sawmills (2 members)
9. Ulkatcho Band / Ulkatcho Kluskus Tribal Council
10. Soda Creek Band / Cariboo Tribal Council
11. Alkali Lake Band / Cariboo Tribal Council
12. Williams Lake Band / Cariboo Tribal Council
13. Share the Cariboo Chilcotin Resources
14. West Chilcotin Community Resource Board
15. Cariboo Cattlemen's Association

Appendix 2: Membership List

CARIBOO
LOCAL ADVISORY COUNCIL

Affiliation	Address	Tel.	Fax.	Member (Alt.)
Cariboo Woodlot Assoc.	Box 71, 150 Mile House, B.C., V0K 2G0	296-4484		Tom Redl
IWA - Canada Local 1-425	70 S. 1st Ave. Williams Lake, B.C.	398-8248 (bus.)	398-6218	Ron Colville
Cariboo Regional District	525 Borland St., Williams Lake, B.C. V2G 1R9	392-3351	392-2812	Darlyne Brecknock
	Address and phone as above			Bob Long
City of Williams Lake	384 Clearview Cr., Williams Lake, B.C. V2G 2H5	392-2311	392-4408	Bill Shiels
	54 S. 6 th Ave., Williams Lake, B.C. V2G 1K7	392-4992		(John Ailport)
South Cariboo Trappers' Assoc.	205 Orgnacco Rd. Williams Lake, B.C. V2G 3S5	392-5007		Ben Mobbs
Cariboo Chilcotin Guides Assoc.	P.O. Box 4045 Williams Lake, B.C. V2G 2V2	398-8329		Mike McDonough
	Box 1332 100 Mile House, B.C. V0K 2E0	397-2445		(Stuart Maitland)

Affiliation	Address	Tel.	Fax.	Member (Alt.)
Cariboo Tourist Assoc.	P.O. Box 4900 Williams Lake, B.C. V2G 2V8	392-2226	392-2838	Gordon Finlay
Williams Lake Sawmills	C/O Lignum Ltd. 180 Hodgson Rd. Williams Lake, B.C. V2G 3P6	392-3371 687-2425 (bus.)	687-5714	Conrad Pinette
	C/O Lignum Ltd. 180 Hodgson Rd. Williams Lake, B.C. V2G 3P6	392-3371 (bus.) 398-6139 (Res)	392-2575	(Brian LaPointe)
	C/O Pinette & Therrien	392-7191	392-6249	Fred Hutchinson
	C/O West Fraser Mills Box 4360 Williams Lake, B.C. V2G 2V4	392-7784 398-5456 (Res.)	392-7010	(Guenter Weckerle)
Cariboo Cattlemen's Assoc.	Box 40 McLeese Lake, B.C. V0L 1P0	297-6514		Ron Bryant
	Box 4389 Williams Lake, B.C. V2G 2V4	392-4951		(John Moon)
Share the Cariboo Chilcotin Resources	816 Roberts Dr. Williams Lake, B.C. V2G 2K8	392-4345 (res.) Auto: 398-1166 Bus: 398-8823		Tim Menning
West Chilcotin Community Resource Board	P.O. Box 3419 Anahim Lake, B.C. V0L 1C0	742-3222 or 742-3383 742-3425 (msg.)		Dave Neads
Ulkatcho Indian Band	530 Pigeon Ave. Williams Lake, B.C. V2G 2A9	392-6771		Mike Holte

Affiliation	Address	Tel.	Fax.	Member (Alt.)
Cariboo Tribal Council (representing these bands)	#303-383 Oliver St. Williams Lake, B.C. V2G 1M4	392-7361	296-4750	Bruce Mack
Soda Creek Indian Band	R.R.2, Soda Creek Williams Lake, B.C. V2G 2P2	297-6323		
Alkali Lake Indian Band	Box 4479 Williams Lake, B.C. V2G 2V7	440-5611	440-5721	
Williams Lake Indian Band	R.R.3, Box 4 Sugar Cane, B.C. V2G 1M3	296-3507	296-4750	

Appendix 3

Criteria for Membership on the CLAC

CARIBOO
LOCAL ADVISORY COUNCIL

A. Background

1. Presently 15 organizations are represented on the CLAC. Each of these could be described as a "user" of forest resources although not all of these are consumptive uses.

2. Two provincial government agencies will attend meetings of the CLAC as advisors. They are the Ministry of Forests and the Ministry of Environment. It is understood that government managers with responsibility for resources within the Williams Lake TSA may eventually be expected to evaluate the recommendations of the council. It may not be appropriate then if those same individuals are believed to be architects of, or contributors to, the CLAC's recommendations.

3. Other government agencies such as the Ministry of Development, Trade and Tourism, the Ministry of Parks and the Ministry of Energy, Mines and Petroleum Resources may be invited to attend meetings to address specific topics, with the consensus of the council.

4. Similarly, guest speakers or individuals representing a specific interest, may be invited to attend meetings with the consensus of the council.

5. The Terms of Reference for the CLAC provide considerable flexibility in the event the council feels membership should be altered. However, any such decision should be reached by consensus.

B. Considerations

1. The council can expect to receive requests for membership or participation from a variety of forest-dependent users or resource managers as the process evolves. These requests may be based on the applicant's management responsibility, legal interests, academic interests or other perceived interests.

2. Still other applicants may have the capacity to significantly affect the implementation of any recommendations or question the validity of the council's work.

3. The council will require objective criteria to evaluate each of these requests.

4. The larger the CLAC becomes, the more difficult it will be to reach consensus. This is not to suggest that it is in the council's interest to exclude those with a legitimate stake in the outcome of discussions. Clearly, it is not, but it is also clear that the more individuals involved in the process, the more lengthy and complex the process will become.

5. At the same time the council may wish to find some way to accommodate individuals who could be of real assistance to the group and who have valuable information to offer, without giving them formal status as a council member.

C. Suggested Criteria for Membership

1. The following general criteria will be applied to all applications for membership.

   a. Does the applicant have a direct legal interest which could be affected by the sustainable development strategy produced by the council?

   b. Does the applicant represent a recognized forest users' organization which could be affected by the sustainable development strategy produced by the council?

   c. Does the applicant have the ability to affect the validity/implementation of the sustainable development strategy produced by the council?

   d. Are the interests/ideas expressed by the applicant already represented on the council?

   e. Would the acceptance of this application invite similar applications from similar or competing interests resulting in a significantly expanded council?

2. Applications for membership on the council will be addressed to the chairperson. The chairperson will undertake to meet with the applicant (by telephone or in person) as soon as possible to describe the council's mandate and inquire about the reasons for the application.

3. In addition, the applicant will be asked to document (very briefly) their interests in the Williams Lake TSA and how they might be affected or contribute to the council's discussions.

4. The chairperson will provide this information at the next council meeting, without recommendations, for the discussion of the full membership.

5. The council will accept the application and invite the applicant to participate as a member on the council, or

6. The council will reject the application and provide reasons for it's decision, or

7. The council will reject the application, provide reasons for it's decision, and invite the applicant to participate on a specific committee, or

8. The council will reject the application, provide reasons for it's decision and invite the applicant to make a presentation to the full council or a specific committee.

9. In each case the applicant will be advised of the decision in writing and in a timely manner.

Appendix 4

Procedural Guidelines for the CLAC

CARIBOO
LOCAL ADVISORY COUNCIL

A. Council Meetings

1. Meetings will be held twice a month in Williams Lake. Generally, one meeting will be scheduled on a weekday; the other on a Saturday.

2. Travel and accommodation expenses, excluding meal allowances, will be paid by the Ministry of Forests for those who must travel significant distances to attend meetings (eg. those who must travel from the extreme west side of the Timber Supply Area). Receipts will be submitted to the chairperson for signature, then forwarded to the Ministry of forests for payment.

3. Meetings of smaller working groups or negotiating committees may be scheduled between full council meetings or, if there is agreement, instead of full council meetings.

4. The minutes of council meetings are confidential. Members are free to discuss and explain council proceedings and decisions but they will not photocopy or otherwise duplicate council minutes for wider distribution. This guideline will also apply to all other documents produced by the council unless there is consensus that specific documents should be released.

5. Attendance at council meetings is limited to one participating representative from each of the organizations listed in the Terms of Reference unless otherwise specifically noted. Attendance by observers should be the exception and under no circumstances will observers participate in council meetings.

6. Provincial government advisors may participate in council proceedings, but are encouraged to respect the "resource user" focus of the council and it's discussions.

7. Each council meeting will include an update of events which have occurred between sessions. These events may pertain specifically to the CLAC or be of provincial significance, affecting the council's interests.

8. Guest speakers and/or an additional mediator may be asked to attend council meetings, provided that such persons are acceptable to all council members and invited with the consensus of all council members.

9. Council members will undertake to maintain regular contact with their own organizations' membership; reflect the views of their membership with respect to specific issues, and; keep their membership informed about the council's progress.

10. The council will undertake to keep the general public and the media informed about the council's progress.

B. Council Decisions

1. All council decisions must be by consensus in keeping with the CLAC's Terms of Reference.

2. Consensus means that general agreement has been reached and that there is evident group solidarity in either substance or sentiment.

3. Consensus includes the possibility that the council may decide to agree to disagree, and to describe that disagreement in detail. It may be of considerable value to government that any areas of disagreement are characterized and that a process for resolving specific disputes is recommended.

C. Negotiation Committees

1. Committee membership is self-determined and may include non-council members.

2. Each committee will select a coordinator who will arrange intra and inter committee meetings, document results and liaise with the chairperson.

3. Immediately following each committee meeting the coordinator will forward the results to the chairperson. This should include:
   - areas of agreement;
   - areas of disagreement;
   - information needs or other impediments to progress

4. Each negotiating committee will identify their own interests and negotiate an acceptable and sustainable development strategy with other committees. As the interests of two committees merge or are accommodated, the committees themselves can merge.

5. Not all members of a committee need physically attend each meeting. If conference calls or meeting by speaker phone is more convenient, this is preferable to no meeting taking place.

6. If an impasse is reached:
   - Ensure that interests or needs, not positions, are being discussed. If positions are being discussed, identify the underlying interests and see if these are compatible;
   - Ask questions. Clarify and understand what is being said by each participant. Avoid jumping to conclusions;
   - Brainstorm. Seek new options which may accommodate apparently conflicting interests;
   - Proceed with other agenda items. Return to unresolved issues;
   - If the impasse persists contact the chairperson. Assistance will be provided.

7. All agreements reached in committee are subject to approval by the full council membership if they are to be included in the final report.

8. Any process of negotiation requires participants to take risks and weigh the merits of new alternatives. The fact that individuals consider options and negotiate them seriously, does not bind them to agree. This concept of negotiating, with the freedom to retreat to safe and familiar ground, will allow council members to "try on" new proposals. In short, you do not have to agree to anything until you agree to everything.

Appendix 5

Ministry of Forests Policy on Integrated Resource Management

Purpose:

The purpose of this policy statement is to provide a working definition of integrated resource management for Provincial Forest Lands.

Scope of application:

This policy is applicable throughout the Ministry of Forests.

Definitions:

Licensed Resources Users: Individuals, groups or corporations that are authorized through licenses, permits, leases, or other forms of tenure, to use and/or manage Crown land or resources within Provincial Forests.

Private Sector: All non-government organizations, agencies, groups or individuals.

Provincial Forests: Land designated by the Lieutenant Governor in Council under the *Forest Act* (Section 5) and which must be managed and used in accordance with the provisions of that Section 5 and the Provincial Forest Regulation (*B.C. Regulation 562/78*).

Policy Statement:

It is the policy of this ministry that, in conducting its activities, all Provincial Forest lands will be managed according to integrated resource management principles and practices, and as described in this policy and in Section 4 of the *Ministry of Forests Act*.

Integrated resource management is defined by the Ministry of Forests as a process which identifies and considers all resource values along with social, economic and environmental needs. This process assigns resource use and management emphasis based on present uses, the mix of benefits produced, the continued capability of the land to produce benefits, and social preference.

Integrated resource management produces a mosaic of single, concurrent or sequential uses which may be few or many, and which meet agreed upon management objectives without unnecessarily impairing the productivity of the land. The approved pattern

or sequence of use(s) provides a desired mix of benefits and may not necessarily provide the greatest financial return or the greatest unit output from any individual use.

The goal of integrated resource management is resource stewardship guided by the principle of sustainable use.

Conditions:

1. Objectives for managing various resources uses on Provincial Forests will be defined and harmonized through:

   - the application of integrated resource management principles and practices;
   - fairness and equitable consideration of social, economic and environmental factors;
   - a problem-solving focus where decision-making processes are designed to address those problems to which managers, corporations, groups or individuals require solutions; and,
   - a participative management style both within the government system and between the ministry and the public to;
     - develop compatible integrated resource policies, plans and management objectives;
     - cooperatively implement approved plans and associated management prescriptions.

2. Licensed resource users, interested public groups and individuals shall be provided the opportunity to provide advice in decision-making processes where the outcome of those processes affect or potentially affect them.

3. Tenure holders having delegated responsibilities for developing or implementing integrated resource management plans on provincial forest lands will be required to abide by the principles of this policy and the land management decisions of the ministry.

Responsibilities:

Ministry Executive:

It is the responsibility of members of the executive to ensure that the commitment to integrated resource management is reflected in policy decisions and communicated throughout the ministry, to other government agencies, and to users of Provincial Forest Lands.

Branch Directors:

It is the responsibility of Branch Directors to apply the process of Integrated Resource Management in the development of provincial resource management policies and objectives, and to implement this philosophy within their respective programs.

Regional Managers:

It is the responsibility of Regional Managers to apply the process of Integrated Resource Management in the development of regional objectives, plans, and activities.

District Managers:

It is the responsibility of District Managers to implement the process of Integrated Resource Management through district level planning and management, and to monitor adherence by forest users to approved plans.

Appendix 6

Ministry of Forests Policy on Integrated Resource Planning

Purpose:

The purpose of this policy statement is to define the quality of planning to take place for Provincial Forest lands.

Scope of Application:

This policy is applicable throughout the Ministry of Forests.

Definitions:

Forest Licensee: the holder of a Tree Farm Licence, Forest Licence, Pulpwood Agreement, Timber Sale Licence, or Timber Licence under the *Forest Act*.

Local Resource Use Plan (LRUP): a plan for a portion of a Timber Supply Area or Tree Farm Licence which integrates management guidelines for resource uses in the area, such as Integrated Watershed Management Plans, Coordinated Resource Management Plans and Coordinated Access Management Plans. The LRUP refines the objectives set in Resource Management Plans for Timber Supply Areas, or Management and Working Plans for Tree Farm Licenses.

Management and Working Plan: a Management and Working Plan for Tree Farm Licence, or a Forest Licence as required by the *Forest Act* and within licence documents.

Public Involvement: involvement of various individuals, groups, corporations, or agencies in developing and implementing forest management policies, plans and programs. It is the means through which such interested parties can influence management decisions affecting forest lands. Mechanisms for public involvement range from simple one-way information methods to intensive participation in group planning sessions.

Resource Management Plan for a Timber Supply Area (TSA): a resource management plan which establishes the overall direction for the management of forest and range resources in a TSA, including objectives for the management of timber, wildlife, fisheries, water, cattle, recreation and other forest uses.

Resource Development Plans: within the context of other ministry-approved plans or

management guidelines, Resource Development Plans detail the operational methods, prescriptions, schedules and responsibilities for resource development and protection and enable site-specific operations to proceed. Five Year Development Plans are included in this category.

Policy Statement:

It is the policy of this ministry to produce integrated resource management plans for Provincial Forest Lands and to require forest tenure holders to produce integrated resource management plans as required by statute or licence agreement.

Integrated Resource Planning is defined as "a flexible and consultative decision-making process which examines the interaction of various resources, resource uses, developments and trends, and provides for interaction with stakeholders in the search for information, shared values, consensus and action that is both feasible and acceptable to the parties involved."

Conditions:

1. Integrated resource plans for Provincial Forests must be both *dynamic* (responsive) and *flexible* to adapt to new demands, better information and changing circumstances. These plans document current management and function as an aid to decision-making, with planning being a continuous, iterative process.

2. A generic process for rational decision-making is utilized to ensure that a wide variety of conflicts can be resolved in an efficient and timely manner. (Refer to Procedures).

3. Resource management is a statutory responsibility of several agencies in government. Formal and informal linkages are required between government agencies to develop compatible integrated resource planning procedures, to formulate specific plans and to facilitate solutions to current problems. Active participation by the agencies in planning is desired to ensure the development of sound integrated plans which can be implemented through common understanding, commitment to the product and coordinated programs.

4. Planning involves progressively refining decisions from general to specific levels. Refinements also occur as a result of feedback from specific levels to the more general. A comprehensive framework of plans has been defined by the Ministry of Forests to meet the needs of managers and users at various levels of detail and comprises:

a) Provincial objectives;
b) Regional objectives and plans;
c) Resource Management Plans for Timber Supply Areas and Management and Working Plans for TFLs;
d) Local Resource Use Plans;
e) Resource Development Plans.

5. Public involvement in the planning process is essential to integrated resource planning and to the successful implementation of resulting decisions. Integrated Resource Planning processes for Provincial Forest lands must contain an opportunity for the public to provide advice during the process (refer to Public Involvement Policy).

6. The planning process is designed to meet the needs of managers and forest users by focusing on those concerns and issues requiring resolution and endeavouring to define workable solutions.

7. Planning processes must exhibit a clear understanding and thorough consideration of economic, social and environmental factors.

   Each competing use must be considered on its own merits within the planning process before final decisions are made in favour of a particular use.

Procedures:

The following describes the generic decision-making process used to generate integrated resource management plans at the various planning levels. Specific planning projects use this common baseline process and adapt it as required to meet specific regional and local needs.

a. Preliminary Organization and Terms of Reference:

- Defines the problems to be addressed by the plan, including the concerns and issues of client groups and other agencies.
- Clearly states the purpose of the plan.
- Identifies the area to be planned, usually in written and mapped form.
- Describes who the planning participants will be and what form their participation will take.
- Defines the style of process which will be used, including methods and timing of public involvement events.
- Provides a preliminary list of data requirements and describes data collection procedures.
- Outlines a schedule of tasks and time-frames for the planning process being undertaken.
- Estimates the budgetary requirements for completion of the project.

b. Information Assembly and Analysis:

- Documents the natural resource values, present uses, developments and trends in supply and demand.
- Identifies and analyzes any special problems and issues associated with the desires of people as identified in the terms of reference.
- Considers mapping requirements and data presentation needs.

c. Development of Options:

- Review the terms of reference to ensure all problems identified have been dealt with.

To establish integrated resource planning policy and provide advice on procedures and consistent application of policy.

Regional Managers and District Managers:

To ensure that operational procedures reflect the commitment to integrated resource planning and management.

To obtain inter-agency planning approvals at these respective management levels.

To ensure the effective implementation of approved plans.

All line managers and their staff may be involved from time to time in one or more levels of planning and one or more segments in a planning process.

Regional or District Planning Officers:

To ensure that planning processes for provincial forest land are conducted within the conditions of this policy statement.

Glossary

Allowable Annual Cut

The volume of timber which may be cut each year from a forest management unit consistent with sustained yield.

Biological Diversity or Biodiversity

The diversity of plants, animals and other living organisms and their habitats measured by factors such as genetic variability, number of species and variation in species composition.

Clearcutting

Complete removal of all trees from a given area at one time.

Forest Licensee

The holder of a Tree Farm licence, forest Licence, Pulpwood Agreement, Timber Sale Licence, or Timber Licence under the *Forest Act*.

Integrated Resource Management

The comprehensive management of two or more natural resources over a defined area with regards to maintaining, or enhancing where possible, resource quality in perpetuity, and to avoiding permanent or long-lasting damage to any resource so that the resources are managed in a manner compatible with present and foreseeable future needs.

Integrated Resource Planning

A flexible and consultative decision-making process which examines the interaction of various resources, resource uses, developments and trends, and provides for interaction with stakeholders in the search for information, shared values, consensus, and action that is both feasible and acceptable to the parties involved.

Local Resource Use Planning (LRUP)

Within the context of management strategies for a Timber Supply Area or Tree Farm Licence, local resource use planning establishes integrated resource management guidelines for areas where resource use development is proposed. Local planning can range from extensive appraisal to intensive study and is carried out to enable development planning to proceed.

Old Growth

There is no single definition of old growth but the term is generally agreed to refer to a relatively old and undisturbed forest. An old growth forest contains live and dead trees of various sizes, species composition, and age class structure that are part of a slowly changing but dynamic ecosystem.

Range Land

Land used for grazing by domestic livestock and wildlife including grasslands and forest lands with an understory or periodic cover of herbaceous or shrubby vegetation.

Selection Logging

The removal of mature trees, usually the oldest or largest, either as single scattered trees or small groups at relatively short intervals. The system promotes a forest of uneven age.

Silviculture

The science and art of growing and tending forest crops.

Stand

A community of trees with sufficient uniformity of species, age and condition as to form a distinctive entity as a silvicultural or management unit.

Stewardship

For forests, stewardship is the constructive use and development of the forests, measured against a long-term standard of trusteeship.

Stumpage

The price paid to the government by licensees for the cutting of trees on Crown land. Calculated since 1987 by what is known as comparative value pricing, licensees pay stumpage reflecting the value of their timber stand relative to the value of an average stand in their region.

Timber Supply Area (TSA)

In TSAs (which are a revision to and a consolidation of the former Public Sustained Yield Units) the forest companies manage the timber resource according to strategic resource management plans prepared by the Forest Service. The most common timber tenures in a TSA are the Forest Licence and the Timber Sale Licence. There are 35 TSAs in British Columbia and 32 TFLs.

Value Added

The additional income generated by further processing beyond raw material stage up to final 'end use' product.

Visual Quality Objective

The activity by which visual and aesthetic landscape values are identified, inventoried, and analyzed, and are protected, or enhanced, according to their relative importance within the integrated resource use management plans and during resource development. Refers to degree of acceptable alteration of the characteristic landscape.

Watershed

The area drained by a river, stream or other waterway.

The foregoing recommendations are made with the consensus of the following members of the Cariboo Local Advisory Council:

F.C. HUTCHINSON

BEN MOBBS

MIKE MCDONOUGH

RON COLVILLE

RONALD BRYANT

BRUCE MACK

TIM MENNING

GUENTER WECKERLE

MIKE HOLTE

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The foregoing recommendations are made with the consensus of the following members of the Cariboo Local Advisory Council:

JOHN W. MOON

BOB LONG

D.J.NEADS

JOHN L. AILPORT

TOM REDL

per BRIAN LAPOINTE
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